DOCUMENT RESUME

ED 178 762 CE 023 264

AUTHOR Molina, Charles, Jr.
TITLE Youth Labor Markets for Puerto Rican-Latin American Youth Labor Market in New York City.
INSTITUTION Arawak Consulting Corp., New York, N.Y.
SPONS AGENCY Office of the Assistant Secretary for Policy, Evaluation and Research (DOL), Washington, D.C.
PUB DATE [78]
NOTE 53p.; Some pages in this document may not reproduce well due to light and broken type

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS Articulation (Program); Community Action; Community Organizations; Educational Assessment; *Employment Services; *Job Development; Job Market; *Job Training; *Models; Occupational Information; Personality Assessment; Psychological Testing; *Puerto Ricans; Social Agencies; Training Objectives; Urban Youth; *Youth Employment
IDENTIFIERS New York (New York)

ABSTRACT

An integrated job preparation model with development rationale is presented for use by social action agencies in serving Puerto Rican/Hispanic youth clientele. Findings of background research to isolate demographic and cultural variables of the primary target audiences are summarized. An organizational evaluation is also described which studied the goals, objectives, procedures and accomplishments of 250 New York City agencies (profit-making, community service, and government) involved in processing and dissemination of job market information. The job preparation model itself begins with explanations of youth needs and problems followed by appropriate intake procedures including various types of testing and assessment. Next, training objectives are discussed in light of the assessment results with emphasis given to a total training design including job skills, self-awareness, and motivation. Some suggested training tools are listed with mention made of mainstreaming, traditional skills training, and youth staff. Preparation for the world of work includes a discussion of motivation methodology, survival education, and a continuous counseling program. Job development procedures are suggested and emphasis is given to development of job banks, communication with job sources, planning, research of job market, and creation of jobs. (FP)

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Title Page

I. Project Title: Youth Labor Markets for Puerto Rican - Latin American Youth Labor Market in New York City.

II. Contractor: Arawak Consulting Corporation

III. Address: 210 East 86th Street
new York, New York 10028

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In our judgement, this document is also of interest to the clearinghouses noted to the right. Indexing should reflect their special points of view.

IV. Project Director: Charles Molina, Jr.

V. Principal Investigator: Charles Molina, Jr.

VI. Final Report Statement: This report was prepared for the Office of the Assistance Secretary for Policy, Education and Research, U.S. Department of Labor, under contract/Purchase Order No. J-9-M-8-0115. Since contractors conducting research and development projects under Government sponsorship are encouraged to express their own judgement freely, this report does not necessarily represent the official opinion or policy of the Department of Labor. The contractor is solely responsible for the contents of this report.

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1.0 EXECUTIVE SUMMARY: PROJECT OVERVIEW

A major frustration for all public service agencies is to see good informational packages and programs go unused by the intended audiences. In the areas of career counseling and job market information services, this frustration becomes catastrophic. Career counseling and job information programs or disseminators encounter this problem whenever they add new components to their programs or try to promote existing ones.

For those of us committed to social action programs, it always comes as a surprise when programs do not have the impact which assessed need would have indicated, but we continue to hope that the "next one" receives better use.

Few would argue that there is a measured need for career counseling and job information services for our nation's youth. To this end, both the public and private sectors have built information modules to address these needs. But proprietary firms have been reluctant to develop and promote job market information programs and still price them within the reach of those in greatest need. Thus, the primary developers of career counseling and job market information services continue to be public sector agencies. Yet, this responsibility imposes an unrealistic burden upon the public sector for the active promotion of its products.

Herein lies the objective of the Arawak research survey. We believe that the efficacy of bridging public and private sector capabilities can be reached simply by recognizing the commonality between social and commercial job market concepts. We do not believe the failure of job market information/dissemination programs and/or career counseling programs is due to public apathy, but rather because models were either absent or poorly conceived.

Our research study concentrated on illustrating how government calls on social action agencies or organizations to perform the task of developing job market information or career counseling to targeted groups; but fails to integrate a clearly articulated systematic model for this task. Still, in other instances, government placed this burdensome responsibilty on social action organizations that did not have the internal resources to design a structured component for their projects; lacking this, there can certainly be no valid and reliable monitoring and evaluative feedback loop.

DESIGN OF INTEGRATED JOB PREPARATION MODEL

Through our research study we designed a integrated job preparation model which uses the best inputs from the variety of programs we studied to overcome the inherent weaknesses of social action organizations in job development.

The specific task of Arawak's efforts included:

- o Research to isolate demographic and cultural variables of the primary target audiences.
- o Analyzing the feasibility of formulating a model infra-structure with internal capabilities to continually monitor organizational tactics and achievements.
- o Designing intermediate (information gain) objectives and long range (pattern change) goals.
- o Incorporating all evaluative mechanisms to measure relative effectiveness of the existing components as well as proposed programmatic goals and objectives as part of the model.

BENEFITS TO BE DERIVED FROM STUDY

The benefits to be derived from this model are manifold:

- ... Local social action programs will have a model available which would have been impossible to produce on the local budget.
- ... Program monitoring and improvement can be instituted via institutional feed-back loops.
- ... As a by-product, other information disseminating services should receive increased use.
- ... The groundwork will have been laid for the development of an organizational structure that would be truly responsible to its targeted clientele.

DIAGNOSTIC MODEL

The final model required an in-depth organizational evaluation of the sample job market information programs. This evaluation was done from both an internal and an external environmental viewpoint. For our evaluation design, an adaption of the Stufflebeam and Nadler/Tushmen Diagnostic Models enabled us to view and diagnose our sample group both as an elementary system and as an interphasing organizational behavioral model. As a result, our final model has been devised as an input, through-put, and output organizational model.

1.1 Introduction

The labor market in today's economic climate, whether considered inflationary or recessionary, is not good. Forecasts for the future give little hope for improvement. This situation, and its inherent uncertainties, has had a more dramatic impact on youth who wish to enter into the labor market as job holders, than on existing heads of household. For Puerto Rican and other Latin American youth in New York City the problem is further exacerbated.

Today, one of every twenty persons in the United States is a Hispanic American.

Puerto Ricans, while representing the second largest Hispanic grouping in the country, also constitute more than 15% of the total New York City population. As a group, Puerto Ricans are younger than other New Yorkers; have less formal education; and lack occupational skills training. Within New York City, Puerto Ricans are heavily concentrated (at least 85% of the total Puerto Rican population) in neighborhoods which have been designated as "low income areas".

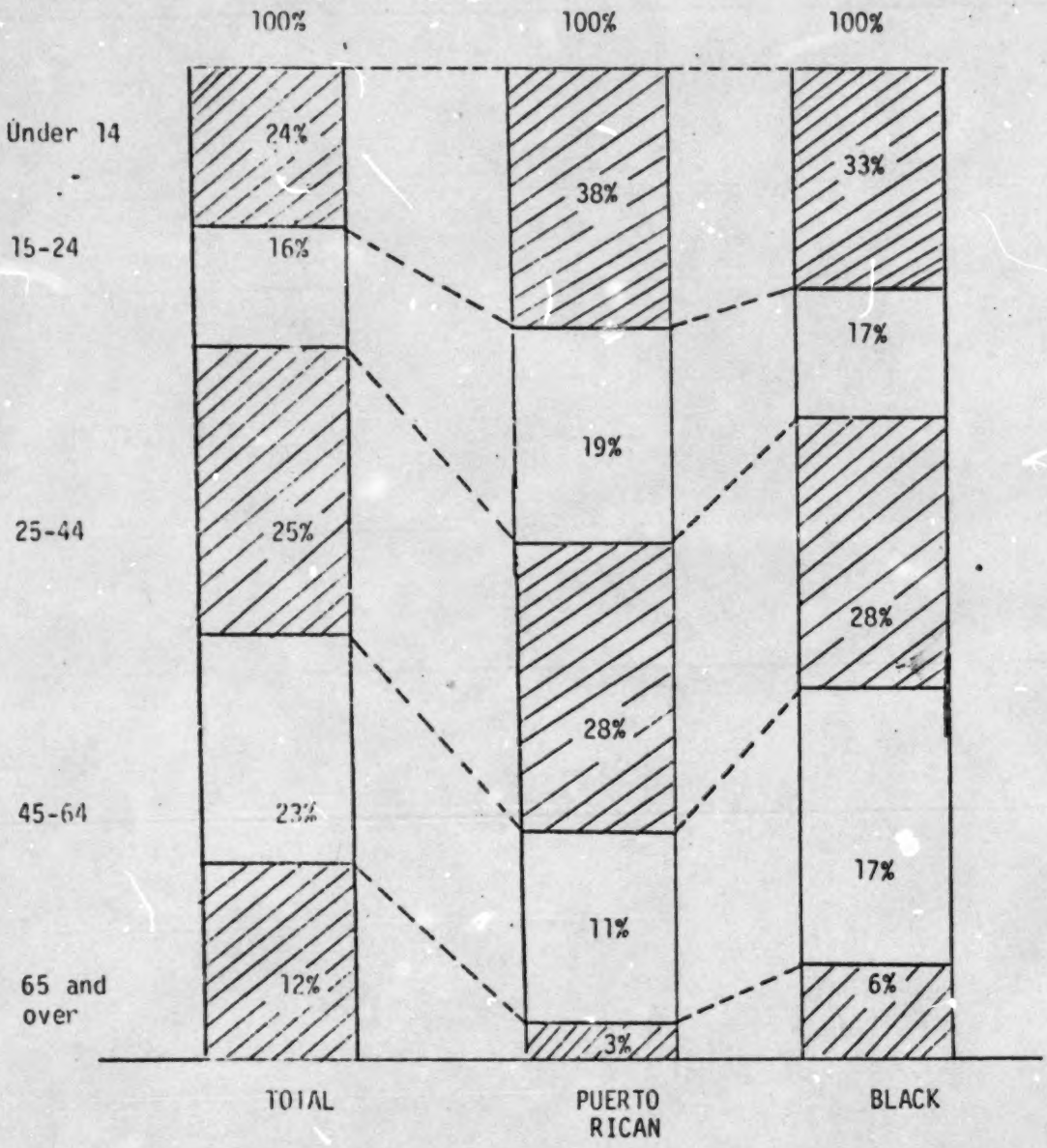
1.2 Age

Puerto Ricans are much younger than other New Yorkers. Nearly three-fifths of Puerto Rican New Yorkers are under 25; four in ten are less than 14; and the proportion of children under five among Puerto Ricans is double that for the general population.

A closer look at these characteristics can be seen by examining chart I below. In it, we see that 57% of the total Puerto Rican population is under 25 years of age.

Part I

Age distribution of New York City population by ethnic group, 1970



Source: Decennial Census 1970

1.3 Education

Puerto Ricans fall far below the New York City population in level of educational attainment. Those age 25 years and over, mostly migrants from the Island, have a median educational level of less than nine years, as compared with the 12 year median for all city residents. With a median educational attainment of 11 years, Blacks are relatively better off than Puerto Ricans. Among adult Puerto Ricans, 56 percent have a grade school education or less -- nearly twice the proportion for the general population. Only one in five has completed high school (as compared with one in two for the City as a whole); and only 1 in 100 has graduated from college, contrasting sharply with the one in nine ratio for total population (see Chart 2).

Chart 2

Educational attainment for persons 25 years and over, New York City, 1960 and 1970

Years of School Completed	Percent Distribution			
	1960		1970	
	Total Population	Puerto Rican	Total Population	Puerto Rican
All persons..	100.0	100.0	100.0	100.0
7 years or less.....	22.5	52.9	19.6	42.9
8 years.....	20.2	17.2	14.0	13.6
9-11 years.....	19.9	16.9	19.5	23.4
12 years.....	22.1	9.9	28.3	16.6
13-15 years.....	7.1	2.2	8.0	2.5
16 or more years....	8.2	0.9	10.6	1.0

Source: Decennial Census

1.4 School Enrollment

Participation of Puerto Rican youth in the City's schools has increased over the decade with increasing representation in academic high schools and colleges; however, their proportion remains far below the City's pattern and a high percentage drop out before receiving their high school diplomas. In 1970, 301,200 Puerto Ricans were enrolled in the city's school system--260,000 in public schools and 41,200 in non-public schools. 1/. Puerto Ricans comprised about one-fourth of the total public school enrollment as shown below by data from the New York City Board of Education's Annual Census of School Population, October 1960 and 1970, for public school enrollment in grades 1 to 12:

Chart 3

School Enrollment	Number 1970	1960-1970 Change Number	Percent
Total.....	1,141,075	154,396	15.6
White and other race/ethnic groups excluding Black and Puerto Rican.....	488,321	-132,655	-21.4
Puerto Rican.....	260,040	106,343	69.2
Black.....	392,714	180,708	85.2

Over the decade the number of Puerto Rican students increased by 69 percent and the number of Black students by 85 percent while the number classified as "other" dropped by 21 percent. The result has been a dramatic change in the composition of the public school student body. Whereas in 1960 white non-Puerto Rican students were in the majority (63 percent), by 1970 Blacks and Puerto Ricans were predominant (57 percent).

1/ Puerto Rico Educators Association, The Education of the Puerto Rican Child in New York, 1971.

The largest percentage gain for Puerto Ricans and Blacks has been at the high school level where these two groups doubled in size over a ten year period. In junior high, Puerto Rican enrollment increased by two-thirds and in elementary school by one-half. 2/.

Despite increasing representation in public schools, Puerto Ricans are still less likely to be involved in formal education than other groups in the City. Chart 4 compares school enrollment by age and ethnic group. As compared with total population and with Blacks, a smaller percentage of Puerto Rican children are in school before age seven and a higher percentage drop out by age 16. As might be expected, school enrollment is approximately the same for all ethnic groups in the compulsory school ages, 7-15. Over age 16, when school attendance is voluntary, the ratio of total to Puerto Rican school participation rises from 1.1 for 16 and 17 years old to 1.3 for the 18 and 19 year old and 3.2 for those aged 20 and 21. The proportion of college age youths in school is less than one-third as large among Puerto Ricans as others in the population.

Chart 4

Percent of the population enrolled in school by age and ethnic group, New York City, 1970

Age Group	Total	Black	Puerto Rican	Ratio: total to Puerto Rican
3 and 4 years.....	15.6	16.6	11.1	1.4
5 and 6 years.....	78.1	76.8	71.9	1.1
7 and 13 years.....	96.2	94.9	94.6	1.0
14 and 15 years.....	94.8	94.0	91.6	1.0
16 and 17 years.....	88.2	84.5	77.3	1.1
18 and 19 years.....	55.4	46.1	41.0	1.3
20 and 21 years.....	30.0	16.3	9.4	3.2
22 to 24 years.....	15.8	8.9	4.3	3.7

Source: Decennial Census

2/ New York City Board of Education

Board of Education statistics show that Puerto Ricans have the highest school dropout rate of any major group. According to an analysis by the Civil Rights Commission, only 33 percent of Puerto Rican students enrolled in the tenth grade actually graduate from high school, a 67 percent dropout rate which is about the same as the rate for Blacks, but almost twice that of other students in the public school system. In the age group 16 to 21, more than half of Puerto Rican males are not in school and only one in four has completed high school. 3/

1.5 Skills Training

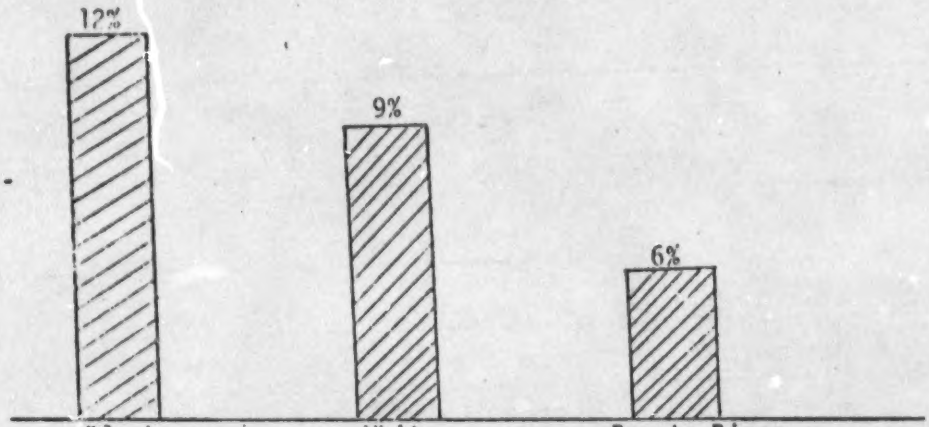
It is axiomatic that for New York Puerto Ricans, lack of formal education is not compensated for by job training, defined as formal school, and apprenticeship, and special manpower programs as well as Armed Forces training. In the City's low income areas (where 85 percent of the Puerto Rican population live), only 6 percent of the Puerto Ricans 16 years and over have completed any job training (see Chart 5). The proportion for white non-Puerto Ricans of these neighborhoods, is 50 percent larger; for Blacks, twice as large.

3/ United States Commission on Civil Rights, Staff Report, Demographic, Social and Economic Characteristics of New York City and the New York Metropolitan Area, February, 1972.

Chart 5

The percent of Puerto Ricans in low income neighborhoods who completed job training falls below other residents of these areas

Low income area residents age 16 and over who completed job training, by ethnic group, 1970
(percent of total)



Source: Social, Economic, and Labor Force Characteristics of Residents in New York City's Low Income Areas, United States Department of Labor, Bureau of Labor Statistics, Middle Atlantic Regional Office, Regional Report No. 30, September, 1972

1.6 Language

In addition to their market handicaps in terms of educational attainment and specific job training, Puerto Ricans have difficulty with the English language. According to the 1970 Census, 14.5 percent of adult Puerto Ricans living on the mainland lack basic literacy in English. The percentage who are unable to read and write English increases with age. But even among the younger 10-24 age group, one out of five mainland Puerto Ricans lack this facility. 4/. Public school records show that approximately one in three Puerto Rican students encounter problems in reading and understanding English. 5/.

1.7 Employment Situation in the City

The New York Puerto Rican/Hispanic 6/ community is the fastest growing ethnic grouping in the city. Presently, the highest concentration of Puerto Ricans and Hispanics in the nation is in New York City with an estimated 2.5 million persons (10 percent of all Hispanics in the U.S.). This is consistant with the overall Puerto Rican/Hispanic residential patterns: 83 percent of which live in urban areas across the nation (according to the 1970 Dicennial Census).

4/ Manpower Report of the President, 1973, based on census data.

5/ Board of Education of the City of New York, Office of Business Affiars, Survey of Pupils who have Difficulity with the English Language, October, 1971

6/ While the distinctions among and between Hispanics are very clear with respect to national origin, these distinctions, based on centuries of socio-cultural development, are obscured or ignored in the so-called North American "Melting Pot". In Los Angeles all Hispanics are "Mexican; in Miami they are "Cuban"; in New York, they are Puerto Ricans". Much government data has been generated, assumptions and decisions made, and lives affected with these gneralizations as a basis. In New York City for example, the American black and Puerto Rican were statistically lumped together to the detriment of both individual and distinct groups. In this proposal the uniform reference of Hispanics or Puerto Ricans will serve only to provide brevity.

Concurrent with the overall growth rate of the Puerto Rican/Hispanic community is the growth of that groupings work force. In addition to being the fastest growing work force in the city it is also the youngest, the least educated (or trained), and the poorest paid.

The city's Puerto Rican community has for the past twenty years occupied the bottom of the economic ladder and high unemployment due in large part to the above mentioned demographic characteristics, lies behind this status. Whereas unemployment generally for New York City stands at 10.7 percent of the labor force, estimates ranging as high as 35 percent have been made for the Puerto Rican/Hispanic work force.

As shown in the 1970 census, less than 5 percent of the city's Puerto Ricans were in professional 7/ and technical occupations and less than 4 percent were managers, officials and proprietors. The remainder, 91 percent, are dispersed as followings (in 1970 figures):

Blue-collar workers.....48.1%

Service workers.....18.5%

Clerical workers.....20.2%

Sales workers..... 4.8%

7/ "The only occupation in the professional group in which the participation rate for Puerto Ricans was higher than 200 was that of dancers (230.5); the overall median earnings in this occupation were $5,479, which would make in lthe lowest-paying occupation in the professional groups."

Source: Occupational Trends of Negroes and Puerto Ricans In New York State, 1960-1970. p. 10

Note: Participation rate is the ratio of the percent of ...Puerto Ricans...in a particular occupation to the percentage of all workers in that occupation.

Within each major occupational classification 8/ the Puerto Rican/Hispanics are grouped near the bottom of the earning scale.

Puerto Ricans between the ages of 16 and 19 have had a chronic unemployment rate of 50 percent or more for the past five years; and in the South Bronx, the rate has been estimated as high as 75 percent. Considering a median age of 19.8 years for this community and a near 70 percent drop-out rate before finishing the twelfth grade, this suggests an extremely high level of unemployment and a related low level of education and training.

It is apparent that language, skills training, and education are interrelated. English language facility tends to improve with years of school completed. School provides certain job skills and make it easier to acquire others by laying the groundwork for skill training. In all these respects, Puerto Ricans are less well prepared than other New Yorkers.

Lowest of all are the participation rates of Puerto Rican teenagers despite the fact that they are more likely to be out of school than other city resident of their age group. New York Puerto Ricans have below average rates of labor force participation and above rates of unemployment. 9/

In the age group 14-19; one in five Puerto Ricans is working or actively seeking work, a porportion well below the citywide norm.

8/ Operative were 32 percent of all Puerto Rican workers in 1970, down from 51 percent in 1960. Clerical workers, who accounted for 10.4 percent of Puerto Rican employees in 1960, increased to 20.0 percent...The number of Puerto Rican in skilled crafts increased by about 48 percent...More than one-third of all Puerto Rican female employees were in the clerial field in 1970...The leading occupation in the clerical group of Puerto Ricans (males) was that of shipping and receiving clerks...Participation rates of...Puerto Ricans was high at the lower-end of the earning scale. Among such lower-paying occupations were food-service workers, laborers, garage workers, dishwashers, and busboys."

Source: Occupational Trade of Negroes and Puerto Ricans in New York State, 1960-1970.

9/ Percentage of working age population at work or actively seeking employment.

1.8 Job Seeking Behavior

In seeking work, Puerto Ricans/Hispanics, like other low income area residents, tend to apply directly to employers or to rely on referrals from relatives and friends. The State Division of Employment is utilized by one in five. Less than five percent mention community programs, including manpower agencies, as a source of job leads.

1.9 Employment Handicaps

Barriers to finding a job include individual handicaps such as poor health, lack of specific job skills, and language. Employment prospects for Puerto Ricans as a group reflect developments in the New York job market.

Non-availability of transportation is one of the barriers to finding jobs. In recent years, an increasing number of New York based firms have moved out of the City to Westchester, Long Island, Rockland County, and New Jersey. The fact that less than 10 percent of Puerto Ricans/Hispanics travel to work by automobiles effectively limits their ability to compete for these suburban jobs. Public transportation is not available or convenient to all sections of the metropolitan area in which jobs are located.

Expectations with respect to rates of pay are actually lower for Puerto Ricans than any other poverty area residents; indicating that they are not discouraged from seeking work by the low wages which are offered in sectors of the City's labor market.

When asked about their employment experience, many Puerto Ricans attribute their difficulties to lack of skill, experience, education, or to such personal problems as illness and family responsibilities. While these factors influence individual employment experiences, the evidence of the past two decades links labor force participation and rates of unemployment to the general state of the City's job market. The employment handicaps of Puerto Ricans and Hispanics -- language, below average level of education and skill training, lack of familiarity with the City's employment practices and agencies, as well as discrimination -- contribute to a marginal position which is accentuated in periods of declining employment.

The fact that jobs, and their creation is almost totally dependent on the prevailing economic climate, in and of itself, does not mean that there are no jobs to be had. Rather our research has indicated that jobs do exist for Puerto Rican/Hispanic youth who are trained, skilled and willing to work. The problem, as we see it, is more one of identification and preparation of the potential youth employee. Given this hypothesis, we have attempted to formulate a model which is reflective of the best aspects of existing public and private job placement entities with demonstrated track records. We believe that through the dissemination of the model social action agencies and their like will be more able to effectively service their Puerto Rican/Hispanic youth clientele in their quest for gainful employment. Paraphrasing William Shakespeare, "the fault lay not in our stars, but in ourselves".

2.0 Project Methodology

2.1 Selection of Sample Organizations

The identification of the primary target audiences for this study has been accomplished through a comprehensive search of various aggregates of data which have yielded a lengthy list of agencies involved in the processing and dissemination of job market information. Bearing in mind the focus of our research, these have been classified according to their relevance for this study and the potential applicability of our expected product to their needs. Concurrently with this research we developed a profile of the service clientele of these organizations in order to extrapolate our control group: Hispanic Youth in New York City.

2.2 Organizational Classification

The various organizations which became the sample for our inquiry were divided into three categories:

A. PROFIT-MAKING ORGANIZATIONS that charge a fee for their job market information services. (Employment agencies in the private sector and placement services provided by private schools and training institutions are included in this category)

B. COMMUNITY SERVICE AGENCIES that provide job market information either as a public service on their own, or with financial support from public or private sources.

C. GOVERNMENT AGENCIES that provide free job market information services as part of their mandate.

Each one of these categories was further broken down into three subcategories:

(1) Organizations that provide services to the citizenry at large

(2) Organizations that provide services to youth in general

(3) Organizations that provide services to Hispanic youth in particular.

2.3 Research Information

Having defined a sample of our target audience, we conducted an inquiry into their goals, objectives, procedures and accomplishments. The inquiry proceeded systematically through the mail, telephone communications and

personal contacts. Some of the salient points and issues covered by our inquiry were as follows:

- the general purpose of the organization
- organizational goals and objectives
- the operational structure of the organization and its effects on the job market information activities
- program visibility and demand as determined by the extent to which clients have requested job information services within the past year
- the general characteristics of the prospective clients that request services in terms of their sex, age, ethnicity and educational background
- program results as determined by the extent to which clients have actually received services
- the general characteristics of those clients that have benefited from the services provided in terms of their sex, age, ethnicity, educational background, work experience, and overall employment potential
- the resources employed for the identification of potential of clients (e.g. referral sources, advertisement, etc.)
- job information program cost and financing
- strategies and tactics used for job development
- strategies and tactics used for client recruitment
- staffing patterns of the job market information programs
- types of job market information provided
- methods and approaches used for the preparation, packaging, and dissemination of job market information
- follow-up strategies employed to insure program success
- systems of program evaluation
- outreach activities

2.4 Final Model Synthesis

Upon completion of this task, we then designed intermediate objectives and long range goals for the final model through the analysis of the data as collected. We then compiled the various organizational strategies used by the

sample agencies to gain and disseminate job market information. As we proceeded with the analysis of this information, we identified various areas of potential information gain on pattern change and determined several methodological adjustments which could increase the agencies' responsiveness to the job market information needs of our control group.

Upon completion of this task, the initial conceptualization of a model which would stimulate user action was accomplished through the identification of several proven principles which were applicable to the job market information programs under study and which could be easily implemented by the organizations that run them. Some of these required structural adaptations in order to make them functional within the contexts in question, upon making these revisions, the final model was devised.

3.0 The Marketing Concept in Job Market Information Programs

A New View of Business

Modern management has evolved from a production oriented to a sales-oriented and finally to a marketing-oriented view of business. Formally, this business perspective is called "the marketing concept." The underlying principle of the marketing concept is that a firm should seek to meet the needs of customers, at a profit, rather than placing its main emphasis on its own internal activities and utilization of its resources.

Studies have shown that the differential successes of social marketing campaigns are directly related to how closely they resembled the process of selling a commercial product or service. In other words, how closely they effectuated the marketing concept in their marketing strategy. Although social action programs do not operate for a profit in the strictest sense, the "profit" consists of elements which can be generalized as part of the overall quality of life.

Those who believe in the marketing concept feel that in social action programs, the customer's needs should be the organization's primary focus and internal resources should be organized to satisfy those needs. For the purpose of this study, we will review the various promotional strategies that have been implemented by our sample group and how closely (if at all) they compare to the commercial marketing concept.

3.1 The Problem: Management Myopia

In the private sector, firms, in order to continue growing, must ascertain and act on their customers' needs and desires and not bank on the presumptive longevity of their products. As Theodore Levitt so aptly said in this article "Marketing Myopia," "Every major industry was once a growth industry. But some that are now riding a wave of growth enthusiasm are very much in the shadow of decline. Others which are thought of as seasoned growth industries have actually stopped growing."[10] The reason for this stagnation has been the failure of executives in these firms to properly define their purpose or as Mr. Levitt would say "properly define their market."

10/ Theordore Levitt "Marketing Myopia," Harvard Business Review, July-August, 1960.

Executives in the employment service industry have digressed diametrically from a customer-orientation view of business. This malaise has caused them to improperly define their general purpose and goals. A closer look at this problem through our findings, is necessary to understand the myopic management view point that is prevalent among these executives.

First, let us consider that in our sample group, 92% of the social action organizations receive project grants from CETA funds. (A point that we will discuss in more detail later on). Second, that the other 8% are either private or for profit.

Third, that of the former group, 73% exhibited a lack of a unifying focus of their customers needs. This was demonstrated by the paucity of interaction between departments in the organization and among job market information programs or organizations. Fourth, 95% of nonprofit social action agencies believe that they have been inadequately funded and/or that their contracted figures (placement, retention rates, etc.) are unrealistic considering their funding levels or the local unemployment problems.

Fifth, that given the new CETA guideline and New York City's fiscal crisis, sound action programs in the employment service industry were facing either serious budget cuts or complete oblivion. In the face of this fact, the sample group organizations believe almost unilaterally that very little sharing of information or resources will occur. Or as one executive stated in reference to sharing job contacts and organizational resources, "We are faced with a situation where we have two dogs fighting for a bone without any meat. But neither dog recognizes this fact so they will eventually tear each other's throats for the bone or starve to death eating the bone."

When we remember that the purpose of the CETA legislation as stated in the body of the legislation itself, reads in the following manner:

"It is the purpose of this Act to provide job training and employment opportunities for economically disadvantaged, unemployed, and underemployed persons, and to assure that training and other services lead to maximum employment opportunities and enhance self sufficiency by establishing a flexible and decentralized system of Federal, State and local programs."[11]

11/ 93rd U.S. Congress, Public Law 93-203, Comprehensive Employment and Training Act of 1973, "Section 2. Statement of Purpose."

3.2 IMPLICATIONS OF CETA

The passage of the Comprehensive Employment and Training Act of 1973 (CETA) essentially completed the process of both decategorizing the previous system of Federal manpower programs, and decentralizing authority in the decision making process with respect to the planning and operation of employment and training programs. The act provided local government units, social action organizations, and manpower delivery systems with the authority to plan, design, and administer their own employment and training programs.

CETA was seen as a panacea by our sample group. As a result of CETA, they envisioned manpower as a growth industry rather than a growth opportunity. This misconception is part of the existing problem which has fed the pervasive failure of executives to clearly define their purpose. Many a social action organization has failed to develop a clear statement of purpose or service, let alone a marketing plan and placement service delivery system because of this misconception.

The problem or questions then becomes manifold. 1. How can social action organizations determine the nature of the services that are needed. 2. How can these organizations integrate this demand with their overall purpose or the general purpose of their funding ? and apply the daily needed services to their targeted clientele? 3. How can these same organizations incorporate the answers to the first two questions as part of an overall promotional/management strategy to insure success?

We believe that the synthesis of a job placement model will establish the parameters necessary for social action agencies, and others to better their success rates. The synthesized model will amalgamate positive aspects into a whole rather then simply determine where jobs for Puerto Rican/Hispanic youth lies.

4.0 JOB PREPARATION MODEL

4.1 Preparing Youth for Jobs

Before an agency or agency staff undertakes a program of preparing young people for jobs, it is vital that they understand some of the basic underlying problems and conditions that affect youth unemployment. The rationale for this is that many adults do not view youth unemployment as a "real" problem. This perspective is often exacerbated when the youth in question is in a crisis situation and the agency or staff see themselves as firemen/helpers trying to help find solutions to the immediate problem or problems.

Unemployment is a problem for young people. Nearly one half of all unemployed persons in the United States today are between the ages of 16 and 24, even though this group represents only one fourth of the labor force.[12] Although the numbers vary according to various factors and/or report dates, unemployment among non-white youth is much higher than among whites. United States government figures estimate that the unemployment rate for non-white teenagers is three times the rate for white teenagers.

The exact causes of such high and increasing unemployment among non-white youth include racism, inadequate skills and education, business cycles, decline of available unskilled jobs, location in economically-depressed areas, growth in their population, and intensified competition as a result of the rapid influx of white teenagers and women into the labor market. About one fourth of all unemployed youth are non-white, though they represent only 12% of the youth labor force.

Essentially, young people represent the bottom line of the "last hired, first fired" syndrome. Their employment needs are not considered as vital because they: "don't have a family", "should be going to school," "ought to go back home to their parents", ad nauseum. Therefore, special understanding and consideration needs to be present in any program of intervention in the employed - unemployed cycle.

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12 Youth Unemployment: The Outlook and Some Policy Strategies Congressional Budget Office, April, 1978

Among these special considerations must be the mechanisms by which youth participants in such a program will be chosen, prepared, and plugged into the mainstream of the employed. These components include:

- o Assessment and intake procedures
- o Methodology for intake assessment
- o Training and educational objectives
- o Identification of Training Strategies and Packages
- o Potential paths to mainstreaming
- o Survival education and supportive services.
- o Understanding the world of work
- o Career development and education
- o Program methodology
- o Ongoing supportive counseling and follow-up

Each of these components have a variety of sub-components or parts which must be considered in the overall strategy to prepare and employ the program's youth participants. The following will provide the details of each component along with a rationale for their inclusion, available resources, and some implementation strategies.

4.1(a) Assessment and Intake Procedures

Intake procedures usually encompass the filling out of necessary legal forms, government required forms, agency information forms and sometimes the development of a contract between agency and client. However, this procedure need not be the cold, mechanical function that some agencies make it. In fact it should be a time of warmth and trust building which enables the new participant to feel a welcome part of the situation. In addition to these, a program that hopes to provide training, education and employment or employment referral, should utilize a variety of tools when assessing or preparing youth.

4.1(b) Educational testing to ascertain the youth participant's level of achievement in reading, language arts, and basic math. A variety of diagnostic tools exist, among which are:

- o verbal facility...Detroit Opposites
- o auditory discrimination...Wodcok, Goldman, Fristoe
- o visual acuity...Keystone Telebinocular
- o word attack skills...ALC Reading Diagnostic
- o comprehension skills analysis...ALC Comprehension Skills Supplement
- o oral reading...Gray Oral Reading Test
- o standardized achievement test...Adult Basic Learning Examination
- o math facility...Stanford Arithmetic Achievement Tests
- o math...Metropolitan Achievement Tests

Regardless of the work arena a young person is prepared for, there are basic verbal and numerical skills which will enable him/her to get and keep a job. Job applications, W-2 forms, insurance forms, etc., all can present obstacles to someone who is essentially illiterate in words and/or numbers.

The use of diagnostic tests will enable agencies to develop for youth participants individualized prescriptions for educational assistance in those areas which will enhance their abilities in job seeking, placement, and retention.

4.1(c) Psychological testing can provide agencies and youth participants with information useful in the planning and development of training tracks and in some instances in predicting vocational potential. Because they can also be indicators of psychological and emotional fitness they can also be used to screen in, or out, individuals who may be particularly desirable or undesirable to the program. This is an area that many programs would rather choose to ignore, however, in order to affect the targeted population. It is essential that some means be utilized to ensure that the right persons are being served.

4.1(d) Job skills assessment will bring out particular talents, skills, or work experiences possessed by the youth participant which will be useful in designing training and job placement. Of course this process will also show the lack of skills, talents, or experiences, which is also helpful in the selection process. Job skills assessment must be done keeping in mind the possible available job resources within the community where the agency and youth participant are located.

4.1(e) Survival skills assessment will enable the agency and the youth participant to have an honest understanding of what knowledge the youth participant has of those skills necessary to succeed as an independent individual and worker. Very often we ignore or fail to provide young people with skills necessary to function independently -- how to use a bank, how to avail themselves of health care, etc. Without an assessment, the assumption is made that these skills are present or at least known to the youth participant, assumptions that inevitably contribute to failure.

4.1(f) Aptitude testing when used properly can provide an individual with useful guidelines in choosing training and education leading to vocational placement. It is extremely useful in avoiding placement of individuals in work areas for which they have no aptitude, a matter that often leads to frustration and quitting. Many manpower programs for young people experience very high turnover rates as a result of faulty planning that does not take into account the individuals aptitude for particular work. Too often we try to fit the individual into a job simply because the job exists, with no other consideration other than "he needs a job".

4.1(g) Self assessment assists an individual to put together various known factors such as educational skills, psychological situation, survival skills, etc. in formulating answers to questions like Who am I? What do I want? How do I get it? It also enables that person to set some guidelines to follow in arriving at answers or alternatives to these questions.

4.2 Methodology for Intake Assessment

The methodology for intake and youth participant assessment will vary from project to project depending on in-house resources, community resources, program needs, philosophy. Methodology will also vary according to what is being assessed. Some areas such as psychological, reading and

numerical skills will require formal testing, others such as survival skills, job skills, and so on can be assessed through individual or group processes. The important thing to be kept in mind is that an agency need not have all the resources for these processes within its programs.

Most urban and suburban communities have employment, mental health, and educational centers where experienced personnel administer evaluation, skills, and aptitude testing. These centers may be run by governmental agencies such as state or local health departments, others are run by private agencies such as Catholic Social Services, Community Service Societies, local universities, etc. In rural areas these services are usually available at county seats, regional manpower centers, or nearby colleges and universities. A key element for a provider agency is to know where these resources are available, how they are administered, what is their cost if any, and how can they be coordinated to the convenience of the agencies involved and the clientele to be served.

For the informal aspects of assessments agencies can use in-house checklists of the areas they feel need to be covered. Individual sessions can provide information on past work experiences, skills learned or acquired, and personal "wants" that may not be reflected in formal testing processes. Often, these sessions will provide conflict areas such as "I want to be a doctor" that clash directly with the grade four math achievement by the individual on the Stanford Achievement Test. These conflicts can be used as take-off points for reality testing and honest planning. Agency personnel skilled in counseling will recognize the opportunities inherent in these situations.

Individual and group activities can also be used to determine the needs for "survival" and help the agencies and youth participants to determine the extent of help that each individual needs to achieve a level of competence in these areas.

4.2(a) Trainining Objectives the formal and informal assessment mechanisms, as well as the availability of resources within their community will enable the agency to decide on the training design for youth participants. Whether training objectives will be met in-house or by referral, training can begin only after assessment and the setting of realistic goals commensurate with the expectations of the agency and the youth participant.

4.2(b) Reading and Math in the areas of reading and math a reasonable training objective to enhance basic skills would be to plan to upgrade these skills by whatever is needed to evaluate them; to function effectively at an entry level in the job market and to motivate as many participants as possible to return to school or continue learning while working. As a consequence of raising their basic skills level, it can be expected that a proportion of the participants will be able to enter either into occupational training programs or unsubsidized employment.

4.2(c) Vocational Training vocational training objectives will be/are, by definition, defined by the end results desired. The training objectives must be developed in a sequence that will meet the needs of youth participants from an "entry" level through the career ladder that will exist for them within the sponsoring agency. Each step will, of course, reflect the increased skills necessary in order to assume the added responsibilities and competencies required of the position. The training objectives will include the integration of job tasks with educational activities and services required for career progression.

In the Community Services/Job Development Program Model training objectives must be coordinated with the jobs potentially available to youth participants. Here the vocational training objectives may require input from those agencies or organizations who will be providing placements for the participants. It is also pertinent to note that these agencies can become resources which may be available for the training and education process.

4.2(d) Formal Education formal education classes fall within the purview of training objectives in that a given percentage of youth participants may demonstrate an interest in pursuing skills improvement beyond the minimal objectives already described. Here it will be necessary to develop individualized or group classes as needed. It is also clear that if the program is successful in motivating the participants to pursue career ladders they will need continuing educational opportunities in order to make mobility a more reasonable expectation.

4.2(e) On-the-job Training on-the-job training is an area that is oft-times misunderstood in training design. Even considering the descriptive nature of this term, many agencies who place young people for employment do not

understand the outlines or objectives to be achieved in an OJT situation even though they may be spelled out -- particularly if there is an Employment Service (ES) wage subsidy involved.

Since it is in the nature of most jobs that OJT is seldom an "A to Z" progressive sequence, it is vital that placement agencies develop curricular guides for trainees. In this way the individual being trained will be able to measure his or her progress as well as understand the total process that is required in order to adequately master the job.

4.2(g) Motivational Training the objectives for motivational training are difficult to specify concretely, because individuals respond so disparately to different stimuli. However, it is undeniable that motivation must have a role in any program that focuses on a target population identified as "low achievers, potential drop-outs or pushouts", and so on. This represents a group of people who have probably never been made aware that they may have any options other than the track they're on. Clearly it is not a group that will respond easily to a "pushy" type of motivation but certainly their lack of exposure to much, if any, information that may be of potential benefit to them makes planning of such awareness training a clearer task for the sponsor agency. Role modeling is a much needed motivational agent in such groups. Motivation is an especially serious problem with youth. The trainer is then forced to develop rationales for the youth's seriously responding to the options offered by the program.

4.2(h) Self-Awarness self awareness ties in closely to motivation. Once again, the target group here is one whose awareness of education or vocation has been undoubtedly in a negative vein. Within a training component of self awareness that utilizes educational strategies such as values clarification, youth participants can be aided in reassessing their self-value in ways totally different from those to which they have been accustomed. The objectives of this strategy can be formulated jointly by the agency and youth participants to create a program where the self-awareness theme is intimately tied to the vocational goals of the program.

4.3 Identification of Training Tools

Training tools in the educational, vocational, health, motivational and other areas have been produced widely over the past several decades and are used by government, private and public agencies, business, and others. Their availability is limited only by the energy of the searcher and , at times, by cost. However, any agency setting out to develop a training program for young people can begin to gather information and materials from a variety of sources. These include: boards of education, state employment agencies, health departments, vocational educational departments, federal agencies, and educational institutions.

Some of the available training tools are complex and may need to be modified or may not be useful within the context of this program, others such as Simon et. al's Values Clarification Strategies are easy to obtain, easily adaptable and may be used competently with a minimum of preparation by agency personnel. Some of the available educational packages include:

- The Reading Game - American Learning Corp.
- SCORE - Learning Guidance Systems
- Decode - Readers Digest
- Super Sylabo - Curriculum Associates
- Conquests In Reading - McGraw Hill
- RSVP - Amsco
- NFL Reading Kit - Bowman
- Pendulum Tapes - Pendulum
- Topics for the Restless - Jamestown
- Voices from the Bottom - Jamestown

These represent just a sampling of the many packages available throughout the country and tailored for various target populations.

4.4 Potential Paths to Mainstreaming

In the process of preparing young people for vocational placement there must be a marriage of the expectations of the youth participants and those of the agency staff and other allied personnel.

There are a variety of ways to what we call "mainstreaming" or helping young people out of what may be at best a marginal existence. However, these paths require an understanding on the part of the providers that is not often asked of them. Following are some of the avenues that can be followed and brief comments on positive or negative aspects of each:

4.5 Traditional Skills Training

This is an easily accepted area because we are preparing someone to do something easily identifiable i.e., using paint mixers, lubricating car chassis, etc. However, we may encouncer problems of boredom, "I don't like this" or other unanticipated pitfalls.

4.6 Acceptance of Youth Staff as Long Term Partners

Preparing, training and accepting young people as workers within the sponsor agency sometimes bring out major fears in staff. The specter of losing one's job to a "kid" or of relegating responsibilitioes can create insecurities and dysfunction in agency staff. A program that has as a goal the incorporation of youth participants as staff, must face these questions and anticipate the reactions of its personnel.

4.7 Youth Staff Job

A second realm is that of accepting youth participants as interim staff to be prepared for jobs elsewhere. In preparing youth participants the agency must create as realistic an environment for work experience as possible. Otherwise the tendency is to create "stand around" type of work that does nothing more than perpetuate the stagnancy and marginal work experience in the young person's life.

Accepting youth participants into training, having little or no success, and recycling them back into other training often creates a frustration that manifests itself as "these f-----g kids can't learn anything". There is very little room for this kind of attitude in a program that focuses on young people who have heard very little else from "authorities". Yes, there will be dropouts and there will be s-l-o-w learners, however, this is something we know from the beginning and with anticipation we can minimize the frustration. Re-routing into training may guide a youth participant into another area more suited to his/her talents and personality.

The most satisfying (though at times deceptively so) path to mainstreaming is plugging youth participants directly into an existing job. The trick here is not to use this as a method of avoiding the preparation of the young person for employment. Many of the young people who will be served by these programs will have had short, negative work experiences and by avoiding preparation an agency may be simply adding another bad placement to the list. In developing training modalities the agency must take into account that even an easily placed young person may be lacking the survival skills to maintain a job for more than a few days or weeks. This, of course, pleads well the case for back-up support and counseling for young people placed in employment outside the agency as well as for those being trained for in-house jobs.

4.8 Survival Education*

In providing youth participants with "survival education" we are essentially saying to them that it is survival in our world that we're talking about. The important aspect for agency staff to remember is that the incredible strengths that are utilized everyday by these young people can be channeled. Someone who can hustle on the streets can learn to keep a bank account. Easy to say, but not to do if the concept is as alien as it is to this target population.

* Caution: survival is not an alien concept for people who have had to survive under some fairly adverse conditions.

4.9 The World of Work

There is little basis for a realistic concept of the work world for young people who have had only marginal contact with it. Beliefs and attitudes are generally formed from garbled explanations, seductive media, and from personal experiences that generally serve to make young people wary and highly skeptical. "Real" jobs that pay "real good money" exist outside of their aspirations in an essentially mythical other world.

We can do young people like these a disservice if we fail to include in their vocational preparation the means for developing some realistic perceptions of what is "out there" in the everyday work world. Factories have more drones than foremen; assembly lines are repetitious, dull, noisy and often unhealthy; and, and yes, it does seem like the boss, who makes all the money, does less and easier work than the laborers.

Helping a young person prepare for vocational placement must take into account the development of at least the beginning of realistic information and attitudes toward work. It must include career education and development that helps the youth participant to begin to deal with items such as goal setting, time planning and allotment, economic planning, and the dove-tailing of personal wishes with economic realities. Techniques used in survival education and other areas (values clarification, reality testing, etc.) can be utilized in covering these important facets of vocational preparation.

4.10 Vocational Preparation and Production: Some Motivational Methodologies

Since the advent of the late, great war on poverty, many people have learned that for survival in many so-called self-help programs all one needs to do is to be as invisible as possible, stay out of authority's way, and collect your check until the program monies run out. Since the sixties the word has been passed on and many young people have incorporated these attitudes into their value system. This presents a very real problem for programs that attempt to develop vocational skills, good work habits, and job placements. Therefore it is imperative that part of the preparation process include checks and balances to offset this historical negativism. However, the youth participants must play a key role in developing the

format for these checks and balances. They must understand the need for and the uses of these for their personal growth and success within the project.

The development of measurement mechanisms will provide participants with realistic work experiences. These mechanisms can include:

- o pay for work done
- o docking for absences and tardiness
- o standards of expected minimal competence levels
- o rating of youth supervisors by those supervised.

Group sessions, peer feedback sessions, and one-on-one counseling can all be used to develop, modify, enforce, and to evaluate the effectiveness of the mechanisms and their impact on the project participants.

4.11 On-Going Counseling and Support

The preparation of young people for vocational placement who have essentially had negative experiences with both the education world and the work world requires, above all, support and positive reinforcement. On-going supportive counseling that follows up on all of the above mentioned components is necessarily a major item on the project agenda. The youth participants must be made aware of this component's existence and of its importance.

5.0 Scope of Job Development

The process of job development is usually a two-pronged effort in which job developers identify whatever opportunities exist in a geographic area and seek to match persons seeking jobs with jobs suitable to their interests and abilities. Among the key criteria for "successful" job development, especially for hard to place youths, is the ability to match clients with jobs which are meaningful, and which are appropriate for the client's skills and interests, at the time that the client needs and is ready for the position.

In order to do this, job developers must:

- o Develop and maintain resources which can lead to jobs when needed.
- o Understand the education and skill levels and limitations of clients, and match these with employers whose needs and situations make a successful placement outcome likely. (Successful placement means the client remains in the job at least six months).
- o Enable the client (youth) to overcome barriers to employment, such as interview procedures, dress requirements, etc.
- o Provide sufficient supportive followup to assure employers that their investment in time to train the client is matched by supportive efforts of the referring organizations.

5.1 Job Development in Context

Few organizations do job development in a vacuum, divorced from activities which identify and prepare persons for placement.

The preparatory activities typically include the following:

- o Orientation to the World of Work-Career options and employers expectations
- o Assessment of client abilities, aptitudes, interests, and readiness for employment.
- o Increasing client readiness in the areas of:
  - Educational Skills
  - Vocational Skills
  - Personal and Social Habits
  - Attitude toward self, work, responsibility

- Peer Relationships on the job
- Relationships to supervisory authority

o Provision of specific experiences which are transferrable to work-seeking activities such as:

- Employment Interviews
- Completing Job Applications
- Preparing Resumes

Organizations working with persons who may require additional, ongoing support in order to obtain and retain jobs often provide followup support as well as pre-placement support. This often includes individual or group supportive counseling in areas such as :

o On job-related problems
o On other aspects of personal life
o On managing financially

Further educational support, oriented towards improving ability to advance within the present job, or obtain a better position, is also often provided.

A third type of ongoing support is in emergency areas, where temporary assistance with carfare or clothing could enable a person to retain a job that would otherwise be lost.

5.2 Job Banks

In order to be able to provide job referrals to clients at the point that the clients are ready for, and in need of, jobs, one major area of activity conducted by job developers is the compilation of prospective jobs available.

To do so, as indicated on the preceding Table, job developers undertake a variety of activities which enable them to find jobs and convince employers that the job developer's clientele should be given serious consideration for available jobs.

These activities include:

- Researching current labor market information. This will allow the job developer to target a strategy aimed at penetrating those labor markets that would be the least resistent to employing youth. This information will be obtained from a range of sources e.g. BLS employment statistics to word of mouth advertising concerning a specific job.

- Identifying sources of help and influence within the community. Too often job development efforts for youth are made in a vacuum. The job developer does not always consider the framework of community assistance and influence that may assist in developing meaningful jobs for youth. The following should be considered in developing a job oriented community framework. Political organizations, community agencies, units of local government, labor unions, churches and parent teacher associations and similar organizations can both serve as possible sites for community service jobs and serve as influential bodies encouraging other groups to help in providing jobs for the project's youth. Similarly, Major Employer umbrella organizations, Chambers of Commerce, local Urban Coalitions, National Association of Businessmen, Industry Associations, and other civic organizations that local businessmen/ employers are active in, should be contacted.

- Communicating with Job Sources. An important element in developing jobs is the outreach or development dynamics that must take place between a job developer and a potential employers. This requires the establishment of a relationship between the job developer and the potential source of a job for a youth. This relationship is nourished by an understanding of the employer's manpower needs and regular on going communications or outreach with them. Therefore, a systematic program of communications with job sources will include contact with Private Sector Employers, Public Sector Employers,(Government, Non Profit Agencies, Units of the Agency of the Job Developer, etc.)

- Planning jobs within the agency itself, and outside contract jobs to be sponsored by the agency. The job developer should be involved in analysing the present job structure found within the organization with the objective of restructuring jobs so that youth can have meaningful jobs in the operation of the agency.

- Working with other Job Referral Agencies, Local Government, Employment Service Offices, Non Profit Agencies, and School or Training Programs which are involved in job placement activity. These organizations should be consulted, routinely, as potential sources of information concerning the labor market place. Also there may be ways of pooling resources to the advantage of each organization.

- Supporting Individual and Entrepreneurial Activity. Entrepreneurial efforts or individual initiatives by youth should be encouraged. Youth, if allowed, can be very enterprising. The job development units should develop programs that will encourage individual or group enterprises by youth such as the hiring out of a work crew to clear someone's house or to clear out the debris in a city vacant lot. Similarly, job developers can pursue unique situations for individuals with unique skills to offer on a contract basis, e.g., mural painting or photography. There are basically three kinds of jobs which can be developed:

    - Unsubsidized (Employer pays full salary). These jobs will be found primarily in the private sector. Additionally, they may be found in not for profit industry associations, churches and established civic groups and associations.

    - Subsidized (Government pays at least part,under specified conditions). By far the target groups of employers that have these types of jobs are private sector firms utilizing O.J.T. programs and community based organizations funded by the local CETA private sponsor.

    - Entrepreneurial (The services of one or more individuals are offered for contract to do specific tasks). This effort would be, by far, the most activity effort of a youth oriented job development unit; for it requires the development of a program that will meet the need for a service or product in the market place. In this area, the agency might establish a small business to provide employment for its youth participants.

5.3 Communication Objectives. The purposes of contacting the various agencies mentioned above are all related to the overall objective of obtaining meaningful jobs for the program's youth. In order to achieve this, a number of sub-objectives must be accomplished. These include:

- Informing prospective employers about the job developer's pool of potential employees, and their characteristics. As part of this effort, the job developer will explain the objectives and goals of the organization. Also, they will attempt to ascertain the employers manpower needs with its roster of potential employees.

- Convincing prospective employers of the desirability of hiring persons from the job developer's employee pool. This would include demonstrating the value to the employer of hiring persons with the backup support provided by the organization. It would also include assuring the prospective employer that its identified needs would be matched by the job developer from the developer's employee pool. Also, the job developer would offer to develop a program tailored to the needs of the interested employer.

- Obtaining lists of available job opening's. This will be done through individual contact with employers and other referral sources. By doing this the job developer expands the contact list of potential employers and job lists.

- Obtaining commitments to keep the job developer informed of future openings. By far, the best method of insuring this commitment is through a program of ongoing communications with potential employers and with referral agencies.

- Obtaining specific descriptions of requirements for jobs, including assurances that the clients of the job developer would be considered if they are able to meet the requirements. The best way of insuring that youth will be considered is by providing candidates for employment that will perform successfully on the job. This requires careful matching between a potential employer and employee. This will be an important element of the job developer's job.

- Obtaining firm commitments, when possible, that specific jobs would be made available directly to the job developer, at specific dates, rate, etc. This will be the result of the job developer establishing a sound relationship based between an employer and a job developer. This relationship will be based on how well a youth recommended by the job developer performs on the job, and/or because of the extent to which the job developer convinces the employer that it is advantageous to make these commitments. Community and political influence can be applied to encourage employes to make firm commitments.

Success in placing youth in meaningful employment is predicated upon many factors, including a sound communications approach that can be

implemented in a systematic manner. Therefore, in an on-going and timely manner, the job developer should communicate with a potential employer utilizing the following techniques:

- o Telephone contact on a regular basis.
- o Sending information material through mail as part of a first-contact mailing, then on an as-needed basis.
- o Personal contact at community meetings and social events where potential employers may attend. The job developer should do this on an ongoing basis for it is a good method of developing contacts.
- o Inviting potential employment sources to visit the program, serve on its board of directors or on an Advisory Board.

The outcome of these efforts is the attainment, by the job developer, of a number of options for jobs which can be pursued in the interest of each client seeking employment. The maintaining of the records of such jobs is the core source from which job developers or placement specialists draw to find jobs for specific individuals in need.

Centralized, regularly updated available job records are known as job banks. These are often maintained by one organization but utilized by a number of organizations which place persons in jobs. (This is called a Centralized Job Bank).

The kinds of information about prospective employers stored in a job bank include the following:

- o Names, addresses contact person, phone
- o Number of job positions, job titles
- o Anticipated or actual job vacancies, job titles
- o Requirements for jobs available
- o Pay rate

An agency would decide whether to utilize a central job bank, or establish their own system, or both, based on considerations such as whether or not the central job bank information is complete enough to meet the employment needs of the agency. It is also important to ascertain that the information in the job banks is current. Another consideration about

whether to develop its own job bank is the extent to which the agency is able (and can afford) to develop a more effective internal system.

5.4 Creating Jobs

Another aspect of job development, separate from finding existing vacant jobs, is creating new positions. This can be done either in-house, or with other organizations. In either case, the job developer assists in an analytical process of the work needs of the organizations, and assists in planning jobs/job functions to meet the needs. This can be done in the following ways:

- o. Job Restructuring - The tasks of a particular job are analyzed, and re-allocated to create new job positions which might require different degrees of skill than the original position.

- o. Job Creation - identifying and meeting staffing or service needs in public or non profit agencies ususally to be paid for through government subsidy.

- o. Entrepreneurial Projects - identifying specific task needs which can be met by the work of one or more clients. The specific task might be needed by an individual, business organization, community group, etc. The job developer would solicit a contractual agreement that the participants would be paid to perform the needed work.

Another form of entrepreneurial work is individual creative efforts, which can then be sold to stores or otherwise. Job Developers could assist in identifying sources who might buy these works.

5.5 Problems Facing Youth. The participants face a number of distinct handicaps in the job market. These include:

- o Lack of credentials, especially inadequate or insufficient education, - and insufficient relevant work experience. Employer reluctance could also be increased if the youth has been in trouble with the law. The lack of work experience can also result in lack of confidence in dealing with the World of Work, and lack of an awareness of realistic job options. These area will require close attention by a counselor-job developer team, to assure that the youth is enabled to develop successfully to the point of being ready to assume full time, unsubsidized employment.

- o Age. Many employers are reluctant to hire youths because they fear time invested in training will not be worthwhile because the youth may move on.) The need for working papers which may be hard to obtain because parental permission is required may further complicate the situation. Also, there are limitations placed on the kinds of work under-age youth are permitted to do in most states.

Many youths will need experience in the world of work that includes on-job support, and patience. In-house jobs and community service jobs, in which care is taken to make the participant's needs as clear as the workers potential value to the employer, can provide opportunities in which participants can grow and mature.

We believe that the foregoing model, if followed, would do much by way of assisting social agencies and others secure employment opportunities for Puerto Rican/Hispanic youths. We have not attempted to simply enumerate potential job opportunities (i.e. electronic typing system operator, health care industry worker, solar industry employee, recycling plant worker, environmental health worker, etc., etc.) since we have found during our research that most, if not all, agencies' job developers are fully cognizant of theses "hot" employment areas. Rather, our research led us to conclude that job developers are more in need of a better modus operandi for not only the identification of specific gainful employment opportunities, but even more importantly, the preparation, evaluation and assistance to the Puerto Rican/Hispanic youth attempting to become employed.

We have synthesized this model based on evaluations of all agencies and projects contacted during the conduct of this study. We have attempted to glean those positive and effective attributes of each agency and project, and to learn how to avoid and obviate negative aspects already proven ineffective. The worth of our model, as with any model, depends not only on its dissemination and utilization but also on its specific application within specific agencies. It is fairly obvious that not all job development agencies can follow each and every point in the model due to myriad considerations (economics, personnel, participants, etc.). However, we feel that the model can be the basis for a more effective and inherently successful job development unit within all agencies.

ATTACHMENT I

LIST OF SAMPLE GROUP

A-Z Office Personnel by Job Match

Abby Sandy Agencies

Able Personnel Agency

Accion Civica Evangelica

Accurate Personnel Agency

Adopt a Building

Alberta Smyth Employment Agency

Agudath Israel of America Project Cope

Allcraft Foundation, Inc.

Alternatives to Detention (Hamilton-Madison House)

Archdiocese of New York Catholic Charities Counseling

Arista Employment

Archdiocese Vocational Service

Aspira Career Educational Program Aspira of New York

Aspira of America, Inc.

Associon Civica y Deportiva Salinese, Inc.

Association for Coney Island Development, Inc.

Astor Employment Agency

Austin Employment Agency & Nurse Registry

Baltimore Scott & Associates, Inc.

Bedford Stuyvesant Youth

Bedford Stuyvesant MHSC

Bedford Stuyvesant Youth

Board of Education N.Y. Skills Center

Bi-Lingual Agency

Bookkeepers Unlimited Agency

Boys' Club of America

Boy Scouts of America Greater N.Y. Council Paraprofessional Program

Bronx Community College Management Internship Training for Careers in Business

Bronx Comprehensive Career Campus

Bronx River Soundview Community Corp.

Brooklynite United in Labor Development, Inc.

Bronx River Soundview Planning Committee

Brownsville Community Development Corp.

Brownsville Community Development Corp.

Builders for Family and Youth

Builders for Family and Youth of The Diocese of Brooklyn

Builders for Family and Youth Crown Heights Community Anti-Poverty

Bushwick NMSC

Cagen Leary Assoc.

Career Guides Agency

Center for Creative Public Services, Inc.

Cell Block Theatre Corporation Media and Communication Skills

Central Queens Community Corporation

Central Queens Community Corporation

Chase Manhattan Bank/Bedford-Chase Skills Program

Chevra Machzikei Haschuna Community Placement Service

Chinatown Manpower Project, Inc. CMP Semi-Professional Training Program

Chinatown Planning Council (CAMER)

Chinatown Planning Council, Inc. Asian American Employment Center

College for Human Services

Colony-south Brooklyn Houses

Columbia University Conservation of Human Resources

Commonwealth of Puerto Rico

Commonwealth of Puerto Rico-Migration Division

Commonwealth of Puerto rico Bilingual/Bicultural Teacher Program

Commonwealth of Puerto Rico El Centro

Community Corporation of Lower West Side

Community Corporation of Lower East Side

Community Corporation of Qualicap

Community Council of Greater N.Y.

Community Film Workshop Council/TV News Journalism

Community Placement Services of Brooklyn, Inc.

Coney Island Community Associates

Coney Island NMSC

Corona East Elmhurst Community Corp.

Corona-east Elmhurst NMSC

Council for Urban Employment Opportunities, Inc.

Council for Airport Opportunity, Inc.

Council for Jewish Manpower Association Community Employment for the Poor

Council of Jewish Organizations of Boro Park Project Self-Esteem

Crown Hieghts Community Anti-Poverty

Crown Hieghts Jewish Comm. Council

Crown Heights NMSC

Daytop Village Outreach Center

Dental Laboratory Association of the State of New York, Inc.

Department of Personnel

East Harlem Community Corporation

East Harlem NMSC

East Harlem Tenants Council

East Harlem Youth Employment Service

East NY. Community Corporation, Inc.

East New York NMSC

East Tremont Early Childhood & Youth Development Center

Educational Aliance

Educational Foundation of the New York Board of Trade, Inc.

Economic and Manpower Corp Clerical

Federation Employment and Guidance Service

Federation Employment & Guidance Service JETS

Federation of the Handicapped New Careers for the Aged

Find Aid for The Aged Project FIND

Flair Personnel Agency

Fort Greene Community Corporation

Fort Greene Community Corporation

Fort Greene NMSC

Foundation for the Community of Artists Art Work

Front Desk Agency

Furriers Joint council of New York Training Committee of the Fur Manuf. Ind.

Hamilton System Agency

Harlem Teams for Self-Help Inc.

Harlley House

Haryou-Act NHSC

Hellenic American Neighborhood Action Committee

Hish School Volunteer Program

Hispanic Labor Committee

Hispanic Labor Committee AFL-CIO

Hunts Point Community Corporation

Hunts Point Multi-Service NHSG

Hunts Point Youth Employment Program In-School Program

Hunts Point Youth Employment Program Out of School Program

Independence House

Industrial Home for the Blind Multi-Handicapped Occupational Training

Industrial Training Association of Brooklyn, Inc.

Inner City Resources Team, Inc.

Institute of New Cinema Artists Third World Cinema Productions

Interim Association of Bushwick

International League for the Repatriation of Russian Jews

International Union - UAW Job Development & Training Department

Italian-American Alliance

Jamaica NAACP

Jobs for Youth, Inc.

Juvenile Delinquents and Ex-offenders - Vocational Counseling and Job Placement

Karp & Sachs Employ Agency

Kennedy Community Center

Kent Personnel Agency

Kingsbridge Heights Community Center

Lenox Hill Neighborhood Association

Lower Eastside NMSC

Lower Westside NMSC

M & M Personnel Inc.

Management Recruiters Employment

Manhattan Bowery Project

Manpower Service Center

M.A.S.H. (Mobilization for Adolescent Student Health

Massive Economic Neighborhood Development, Inc.

Mayor's Office of the Handicapped

Federacion de Organizaciones Hispanas del Sur de Brooklyn, Inc.

M.E.N.D.--Massive Economic Neighborhood Development

Mid West Side Community Corp.

Mid-Westside NMSC

Mini Institute Inc. - Young Adults Training Program

Ministerial Interfaith Association

Mobicentrics Inc.

Mobilization of Youth, Inc.

Mobilization for Youth New Health Occupations

Morrisania

Mosque of Islamic Brotherhood Inc.

Geneva

National Society for Hebrew Day Schools

? Neighborhood House, Inc.

NAACP Mid-Manhattan Branch Project Rebound

National Association for Puerto Rican Civil Rights, Inc.

National Council of Young Israel Dignity of Employment in Training #4

National Puerto Rican Forum, Inc. Opportunities for Bilinqual Secretaries

National Puerto Rican Forum Veteran Outreach

National Puerto Rican Forum, Inc. Clerical, Fiscal Skills

National Societ / for Hebrew Day Schools

New York City Central Labor Council AFL/CIO Placement Program

New York City Mission ociety

N.Y.S. Department of Labor Manpower Services Division Tuition Payment Program

Manhattan Youth Opportunity Center

N.Y. State Manpower Service

New York State Department of Commerce

New York State Department of Commerce/Stamp

New York State Department of Civil Service

New York Urban Coalition

New York Urban League, Inc.

Norman Employment Agency

Northwest Bronx Community Corp.

Oceanhill Brownsville Corporation

Olian Personnel Agency

Operation Open City, Inc. Energy Conservation & Weatherization

Opportunities Industrialization Center of New York, Inc. #2

Opportunities Industrialization Center of New York, Inc.

Pavillion Domestic Agency

Peoples Development Corp.

Police Athletic League, Inc.

Private Concerns Inc.

Project Green Hope Services for Women, Inc.

Puerto Rican Association for Social Action, Inc.

Puerto Rican Community Development Project Inc.

Puerto Rican Council

Puerto Rican Family Institute, Inc.

Puerto Rican Studies Department Queens College

Puerto Rican Waterfront Center, Inc.

Qualicap Community Corporation

Qualicap NMSC

Queens Academies

Queens L.P.N. Association Nursing Care Training

RCA Region 5

Renigades Housing Development Movement, Inc.

Rockaway Community Corporation

Rockaway NMSC

SCS Business & Technical Institute, Inc.

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Services for Rehabilitation in Addiction (S.E.R.A.)

Shevet y Hudah Resnich/Institute of Technology

Smith Employment Agency

Snelling & Snelling Agency

Society; for Ethical Culture in the City of New York

South Bronx Community Corp.

South Forty Corporation Career Development Program for Ex-Offenders

South Side United Los Sures

South Street Seaport Museum Pioneer Marine School

Stanton Agency

Staten Island Community Corporation

Staten Island NMSC

Staten Island Urban League

Staff Builders Temp. Personnel

Stewart-Moore Ltd.

Sunset Park NMSC

Sunset Park United Community Efforts, Inc.

Tremont Community Corp.

Tremont NMSC

Trinity Avenue Block Association

Upper Westside Community Corporation

Upper Westside NMSC

Urban Corps

Urban League of Greater New York

Union Hispanica de Suffolk County

Union Settlement Medical Transcriber/Clerk-Typist

Union Settlement/Midident

United Bronx Parents

United Neighborhood Houses

United Harlem Growth Inc.

Unskilled-Vocational Guidance, Training and Job Placement

Upper Bronx N.A.P.R.A.

Upper West Side Comm. Association

Vadco

Vision in Developing Economic Opportunity (VIDEO)

Vista-Rikers Island Project

Vocational Foundation, Inc.

Vocational Foundation, Inc. Ex-Addict Skills Training Program

Williamsburg Community Corporation

Williamsburg Employment Training Center

Williamsburg NMSC

Wright Employment Agency

Yeshiva Kehilath Yakov Secretarial Employment

Youth Employment Program

YMCA Counseling and Testing Service

YWCA of the City of New York Women's Center

Young Adult Institute

Youth Employment Program In/School Archdiocese of New York

Youth Services Agency (YSA) Neighborhood Youth Corps.

Youth Opportunity Centers

Youth Vocational Guidance Training and Job Placement

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New York City Board of Education.

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